

DOCUMENT RESUME

ED 307 427

CE 052 493

TITLE Seventeenth Evaluation Report 1987 and 1988.
INSTITUTION Wisconsin State Council on Vocational Education,
Madison.
PUB DATE Feb 89
NOTE 65p.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Adult Education; *Advisory Committees; Correctional
Education; *Educational Planning; Educational Policy;
Nursing Education; State Programs; *Statewide
Planning; *Vocational Education
IDENTIFIERS Carl D Perkins Vocational Education Act 1984; Job
Training Partnership Act 1982; *Wisconsin

ABSTRACT

The results of selected Wisconsin Council on Vocational Education activities (and consequent recommendations) from July 1, 1986 through December 31, 1988, are reported, pursuant to the requirements of the Carl D. Perkins Vocational Education Act. In addition, the following sections also appear: (1) "Introduction"; (2) "Executive Summary"; (3) "Council Membership," which includes names, titles, and some photographs of the members of two councils that served during the time period covered; (4) "Council Mandates"; (5) "1988-90 Two-Year State Plan on Vocational, Technical, and Adult Education in Wisconsin"; (6) "Resolution: Opposition to Proposed Administrative Rule Change for Nurses," which includes the rationale for opposing a rule change that would have required registered nurses to have a baccalaureate degree; (7) "Recommendations: Marketing Vocational Education in Wisconsin"; (8) "Recommendations: Single Parents' Vocational Needs"; (9) "Commendations and Recommendations: Vocational Education in Wisconsin Correctional Facilities"; (10) "Commendations and Recommendations: Carl D. Perkins Vocational Education Act/Job Training Partnership Act Study"; (11) "Selected Council Activities"; and (12) "Appendix: Vocational, Technical, and Adult Education Coalition Summary of Consensus Positions," which lists 10 fundamental positions supported by the coalition and 3 that subsequently did not receive unanimous support. (CML)

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Shirley Thompson, Executive Director

March 1, 1989

Delmar DeLong, President
Wisconsin Board of Vocational,
Technical and Adult Education
310 Price Place, P.O. Box 7874
Madison, Wisconsin 53707

Dear Mr. DeLong:

Pursuant to Section 112(d)(9)(A) of the Carl D. Perkins Vocational Education Act, Public Law 98-524, it is my privilege to submit the 17th Evaluation Report of the Wisconsin Council on Vocational Education to the Wisconsin Board of Vocational, Technical, and Adult Education. Additional copies of the report are enclosed for your Board members. Also, reports have been distributed to the Governor, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor.

The Council expresses appreciation to the State Board, the Department of Public Instruction, the State Job Training Coordinating Council and other agencies or groups contributing to this report.

Respectfully submitted,

George Atkinson
Chairman
Wisconsin Council on Vocational Education

GA/br

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INTRODUCTION

The Carl D. Perkins Vocational Education Act enacted October, 1984, (Public Law 98-524) requires that any State which desires to participate in vocational education programs authorized by the Act shall establish a State Council on Vocational Education. The council is to be composed of 13 individuals who are broadly representative of citizens and groups within the State.

Since 1969, Wisconsin has had a citizens' council to advise local, state and federal policy-makers on vocational education issues. The councils have been appointed and certified by the respective Governors.

This report serves two purposes. First, it demonstrates that the Council has met its legislative responsibility. Second, and perhaps even more importantly, it contains results of key Council activities and the resulting recommendations for vocational education in Wisconsin. It covers activities from July 1, 1986 through December 31, 1988.

Following is Sec. 112 of the Carl D. Perkins Vocational Education Act from which the Council derives its authority.

"STATE COUNCIL ON VOCATIONAL EDUCATION

"SEC. 112.(a) Each State which desires to participate in vocational education programs authorized by this Act for any fiscal year shall establish a State council, which shall be appointed by the Governor or, in the case of States in which the members of the State board of education are elected (including election by the State legislature), by such board. Each State council shall be composed of 13 individuals, and shall be broadly representative of citizens and groups within the State having an interest in vocational education. Each State council shall consist of --

"(1) seven individuals who are representative of the private sector in the state who shall constitute a majority of the membership --

"(A) five of who shall be representative of business, industry, and agriculture including --

"(i) one member who is representative of small business concerns; and

"(ii) one member who is a private sector member of the State job training coordinating council (established pursuant to section 122 of the Job Training Partnership Act), and

"(B) two of whom shall be representatives of labor organizations;

"(2) six individuals who are representative of secondary and postsecondary vocational institutions (equitably distributed among such institutions), career guidance and counseling organizations within the State, individuals who have special knowledge and qualifications with respect to the special educational and career development needs of special populations (including women, the disadvantaged, the handicapped, individuals with limited English proficiency, and minorities) and of whom one member shall be representative of special education.

In selecting individuals under subsection (a) to serve on the State council, due consideration shall be given to the appointment of individuals who serve on a private industry council under the Job Training Partnership Act, or on State councils established under other related Federal Acts.

"(b) The State shall certify the establishment and membership of the State council at least 90 days prior to the beginning of each planning period described in section 113(a)(1).

"(c) Each State council shall meet as soon as practical after certification has been accepted by the Secretary and shall select from among its membership a chairperson who shall be representative of the private sector. The time, place, and manner of meeting, as well as council operating procedures and staffing, shall be as provided by the rules of the State council, except that such rules must provide for not less than one public meeting each year at which the public is given an opportunity to express views concerning the vocational education program of the State.

"(d) Each State Council shall --

"(1) meet with the State board or its representatives during the planning year to advise on the development of the State Plan;

"(2) advise the State board and make reports to the Governor, the business community, and general public of the State concerning --

"(A) policies the State should pursue to strengthen vocational education (with particular attention to programs for the handicapped); and

"(B) initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs;

"(3) analyze and report on the distribution of spending for vocational education in the State and

on the availability of vocational education activities and services within the State;

"(4) furnish consultation to the State board on the establishment of evaluation criteria for vocational education programs within the State;

"(5) submit recommendations to the State board on the conduct of vocational education programs conducted in the State which emphasize the use of business concerns and labor organizations;

"(6) assess the distribution of financial assistance furnished under the Act, particularly with the analysis of distribution of financial assistance between secondary vocational education programs and post-secondary vocational education programs;

"(7) recommend procedures to the State board to ensure and enhance the participation of the public in the provision of vocational education at the local level within the State, particularly the participation of local employers and local labor organizations;

"(8) report to the State board on the extent to which the individuals described in section 201(b) are provided with equal access to quality vocational education programs; and

"(9)(A) evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and (B) advise the Governor, the State board, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor of these findings and recommendations."

"(e) Each State council is authorized to obtain the services of such professional, technical, and clerical, personnel as may be necessary to enable it to carry out its functions under this Act and to contract for such services as may be necessary to enable the Council to carry out its evaluation functions, independent of programmatic and administrative control by other State boards, agencies, and individuals.

EXECUTIVE SUMMARY
17th Evaluation Report
Wisconsin Council on Vocational Education (W/COVE)
February, 1989

During the time of the report, two separate groups comprised the Council as membership changed in 1987 with the new Wisconsin Governor, Tommy Thompson.

Members from July 1, 1986 until the new group met in August, 1987 were: Jack Reihl, Chairman; Robin Carley; Theresa Clements; Robert Hable; Jean Henderson; Erica McIntire; Claire Oberbreckling; Douglas Oitzinger; Herbert Schneider; Wanda Sloan; Thomas Strick; Federico Zaragoza.

Current Council members appointed by Governor Thompson include: George Atkinson, Chairman; Courtney Leonard; Christa Hanson; Raynelda Jaworski; Mary Muehlius; Don Neverman; Audrey O'Harrow; Trygve Overbo; Jack Reihl; Kathryn Sweet; Dennis Vandenberg; Henry Wallace; Mary Jane Zdroik.

Shirley Thompson was selected as the new Executive Director in July, 1987.

During the period of this report, the Council met its nine legislative mandates from the Carl D. Perkins Act, and sponsored two public hearings on vocational education. Following is a summary of Council recommendations and resolutions:

1988-90 Two-Year State Plan

The new Council began studying the Plan at its first meeting in August, 1987, and approved it in January, 1988. Council recommendations to the Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) and the Wisconsin Department of Public Instruction were as follows:

1. Recommended increasing the funding allocation (\$500,000) for the secondary/post-secondary Joint Articulation Pool to further develop and enhance curriculum between the VTAE districts and the Local Education Agencies (LEAs) and also recommended comprehensive expansion of this effort;
2. Recommended increasing emphasis on the benefits of the Act with resultant goals and objectives attainable, under the Act, in the development of the State Plan;

3. Recommended more active participation between the Council and the State Board from the beginning of the planning process than has previously been established;

4. Recommended studying the formatting of the Plan in an effort, first, to facilitate the analysis process for those charged with the duty of review and, second, to develop a better referenced State Plan;

5. Recommended dividing future plan reviews into segments with constructive presentations on each part of the Plan by staff of the WBVTAE and the DPI. This would allow for systematic study and better comprehension of each part of the Plan.

Opposition to Proposed Administrative Rule Change for Nurses

The Council unanimously opposed, by resolution, the proposed Administrative Rule change that would require a baccalaureate degree for all registered nurses. (March, 1988)

Single Parents' Vocational Needs

The Council recommended significantly increasing State funding at both secondary and post-secondary levels for the Single Parent Program, to more adequately serve the needs of single parents in the State of Wisconsin. (September, 1988)

Marketing Vocational Education in Wisconsin

The marketing recommendation was developed following a public hearing in April, 1988, on "Perceptions of Vocational Education in Wisconsin." Sixty-six percent of those testifying identified better marketing as a need.

The Council recommended a professional, comprehensive and well-coordinated vocational education marketing program for the State of Wisconsin. Such a plan should be developed by the Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) in concert with State Government; the Department of Public Instruction (DPI); the University of Wisconsin (UW); and representatives of Business, Industry, Labor, Agriculture, the Wisconsin Council on Vocational Education, and others impacting on vocational education in the State.

Vocational Education in Wisconsin Correctional Facilities

Following a public hearing on vocational education in correctional facilities at the Oshkosh State Correctional Facility in November, 1988, the Council made the following commendations and recommendations. The Council:

1. Commended the Oshkosh State Correctional Institution, Fox Valley Technical College, Moraine Park Technical College, the Division of Corrections, the Wisconsin Board of Vocational, Technical and Adult Education, as well as other correctional facilities and VTAE colleges in the State who have been similarly involved, for exceptional efforts put forth to provide quality vocational-technical training for inmates in the Wisconsin Correctional System;
2. Commended the cooperative efforts of the Center for Vocational, Technical and Adult Education, UW-Stout; the East-Central Wisconsin VTAE Consortium; Wisconsin Board of Vocational, Technical and Adult Education; Wisconsin Department of Public Instruction; and the Wisconsin Division of Corrections for the development of the "Corrections Education Evaluation System Model;"
3. Recommended the creation of a Cabinet-level department for the Division of Corrections (DOC) along with a formal mechanism for coordination with other human service and educational agencies;
4. Recommended the establishment of a VTAE scholarship for each of the State's 24 correctional facilities. Such a scholarship would be awarded annually to an inmate displaying: 1) sincere interest in a particular vocational-technical field; and 2) potential for long-term occupational success in the community;
5. Recommended that vocational-technical education be provided to inmates through State contracts with Vocational-Technical Colleges which cover the costs to those services to the colleges;
6. Recommended the development of a State policy for Corrections education and a strategic plan for Corrections education. The policy and strategic plan should be developed with meaningful input from the Department of Health and Social Services (DHSS), the Wisconsin Board of Vocational, Technical and Adult Education (VTAE), local VTAE districts providing services, the Department of Public Instruction (DPI), the University of Wisconsin Educational Communications Board (ECB), and other human service agencies involved in Corrections;

Furthermore, the Council recommended that data from studies of follow-up of inmates, vocational-technical training

opportunities for female inmates, and televised instruction be utilized in development of the policy and plan;

7. Recommended an immediate study of vocational-technical training opportunities available to women in Taycheedah State Correctional Institution to determine the extent to which they have equal access to vocational-technical training. The study should determine the amount per inmate, by gender, spent on vocational-technical education. It should also determine the amount of access female inmates have to training programs that lead to employment that provides a living wage. Finally, it should include recommendations for vocational-technical training of female inmates;

8. Recommended a follow-up study of a sample of inmates who had received vocational-technical training and re-entered communities to determine what percentage were employed in occupations related to their training or enrolled in further education;

9. Recommended a study of the feasibility of using televised instruction in all correctional facilities in the State. The study should determine the financial and human resource requirements for developing a Statewide electronic education system for inmates to include courses from VTAE and the University of Wisconsin.

Carl D. Perkins Vocational Education Act/JTPA Study

Commendations

Commendations were made to the following:

1) The Division of Employment and Training Policy (DETP), Job Service, Wisconsin Board of VTAE, and the four participating SDAs, Central Wisconsin, Southwestern Wisconsin, Northwest Wisconsin CEP, Inc., and Northern Lake Winnebago for developing and implementing Job Centers;

2) The 17 SDAs and the DETP for Wisconsin's aggregate record of consistently exceeding federal JTPA performance standards;

3) The Bureau for Vocational Education, Wisconsin Department of Public Instruction for developing curriculum planning guides for Agriculture, Business, Home Economics, Marketing, and Technology Education

4) and for developing a cadre of individuals in each CESA who can provide leadership in sex equity activities

5) and for implementing the Designated Vocational Instruction Program (DVI) to help special education students succeed in regular vocational classes;

6) The Wisconsin Board of VTAE for its commitment to, and support of, vocational-technical education for the incarcerated

7) and for leadership in focusing public attention and resources on the problem of adult illiteracy in Wisconsin.

Recommendations

1) Private Industry Council members must play a more meaningful role in oversight of local programs and should receive in-service training from DETP to fulfill this role. Due to the complexities of JTPA, PIC members need a common base of knowledge in order to exercise their oversight responsibilities.

2) The DETP should provide leadership to help clarify the conflict of interest issue for PIC members. The question of whether their participation on the PIC might be unlawful in certain circumstances when the company or agency they represent receives PIC funds is of great concern to individual members.

3) A state-local task force should be convened to develop a code of ethics for PIC members.

4) DPI, JTPA, and VTAE must continue to strive to increase service levels for targeted high needs groups: JTPA Service Delivery Areas and DPI (8% projects) for job placement for women; and JTPA SDAs and VTAE (8% projects) for enrollment and job placement of older workers. DETP should examine effects the change in the 6% incentive fund policy may have had on services to women and older workers.

5 and 6) All JTPA levels should work together to determine the optimal strategies to provide more supportive services and to extend participants' time in programs as appropriate. If more participants with multiple barriers to employment are to be served, they will require more services over a longer period of time than is typically provided.

7) The JTPA follow-up of participants required by the Department of Labor at 13 weeks should be conducted 6-12 months and again five years after termination so that the program's lasting effects on participant employability can be known.

8) The State, through DETP and the Wisconsin Jobs Council, should take a proactive role in requiring that SDAs consistently utilize existing education and labor exchange agencies as specified in Sec. 107(c) of the Act.

9) Following the success of Job Centers, the Wisconsin Board of VTAE and DETP should work together to develop a model to meet the needs of Wisconsin's service sector for unskilled or low-skilled workers while enabling the individuals to continue in a career ladder with more training and basic skills education. The incentive policy might be used to stimulate such a model.

10) The Wisconsin Board of VTAE should revise the format for the WBVTAE Annual Performance Report for Carl D. Perkins Vocational Education Act funds to make the report more meaningful. This change is critically important as analysis of data for decision-making is very difficult with the current format.

11) The Wisconsin Jobs Council should strengthen the coordination criteria requirements to ensure that the PIC and all K-12 districts in the SDA meet at least once each year to identify common needs and planning opportunities in a structured manner.

12) LVECs should consistently be the link between PICs and high schools. The 8% monies might be utilized to ensure that this linkage occurs more frequently.

13) The Bureau for Vocational Education, Wisconsin Department of Public Instruction should examine whether or not the requirement for an LVEC for Carl D. Perkins Act funding assists the "most economically depressed areas of [the] State..." as required in Sec. 2 of the Act.

14) The boundaries for SDAs, VTAE Colleges, and Cooperative Educational Service Agencies (CESAs) should be coterminous to eliminate duplication of effort.

15) K-12 and VTAE vocational educators should improve their ability to develop mutually beneficial relationships with the private sector by using advisory committees to greater advantage.

16) The Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) should continue as two separate pieces of legislation in that the former must address the very broad needs of the total labor market, while JTPA addresses needs of a very narrowly defined target group. The Acts should be as consistent as possible in timelines, fiscal reporting requirements, and definitions and, as appropriate, in participant reporting requirements to facilitate coordination.

17) For better local coordination, all human service and educational agencies must coordinate their efforts at the state level, especially in developing new programs.

18) State agencies, particularly DILHR and DHSS and, where appropriate, the educational agencies, WBVTAE and DPI, should expand efforts to develop a more uniform client accounting system.

19) Selection criteria for administrators and managers in employment and training, job exchange, human services and educational settings should include evidence of skills in cooperation and collaboration.

COUNCIL MEMBERSHIP

This biennial report includes the activities of two successive Councils on Vocational Education.

The current Council was appointed and certified by Governor Tommy Thompson in August, 1987. The group met 11 times during the period of this report.



George Atkinson, Chairman
President/Owner, Atkinson Farms, Inc.
Beloit
(Representing: Agriculture)



Christa Hanson
Homemaker
Bilingual-English/German
Accounting/Business Admin.
Court Mediator
Eau Claire
(Representing: Postsecondary
Education)



Raynelda Jaworski
Director/Family Services
Manager
Head Start/Parent Child
Center
New Auburn
(Representing: Special
Populations)



Courtney Leonard
Former Instructor/
Administrator
Public Secondary Education
Manitowoc
(Representing: Secondary
Education)



Mary Muehlius
Instructor
Slinger High School
Lomira
(Representing: Special
Education)



Don Neverman
President, Marinette Area
Economic Development
Corporation
Former President, Marinette
School Board
Past President, Marinette
Chamber of Commerce
Marinette
(Representing: Small
Business)



Audrey O'Harrow
Homemaker/Partner -
Dairy Farm
Former Member, Northeast
Wisconsin VTAE District
Board
Member, SJTCC
Oconto Falls
(Representing: SJTCC)



Trygve Overbo
 Owner, Overbo Shoe Inn
 Viroqua
 (Representing: Small Business)



Jack Reihl
 President, Wisconsin
 AFL-CIO, Milwaukee
 (Representing: Labor)



Kathryn Sweet
 Town Clerk,
 Town of Fond du Lac
 Member, Moraine Park VTAE
 District Board
 (Representing: Postsecondary
 Education)



Dennis Vandenberg
 Secretary-Treasurer,
 Teamsters Local No. 563
 Appleton
 (Representing: Labor)



Henry Wallace
 Administrator/Student
 Services, Northeast
 Wisconsin VTAE District
 National Board Certified
 Counselor
 Wisconsin Vocational Assoc.
 Board Member
 Business/Government Alliance
 Chamber of Commerce Committee
 Green Bay
 (Representing: Postsecondary
 Education)



Mary Jane Zdroik
 Instructor, Mid-State and
 Northcentral Technical
 Colleges
 Co-Owner, Maynard Zdroik
 and Sons, Ltd.
 Rosholt
 (Representing:
 Agribusiness)



Shirley B. Thompson
 Executive Director
 Madison



Tina Meier
 Secretary
 Madison

The 1987-1988 Council Committee members were:

Executive and Personnel

George Atkinson
Dennis Vandenberg
Mary Jane Zdroik

State Plan

Dennis Vandenberg
Raynelda Jaworski
Trygve Overbo
Kathryn Sweet

JTPA/Perkins Evaluation

Audrey O'Harrow
Mary Muehlius
Don Neverman
Henry Wallace

Legislation/Special Studies

Courtney Leonard
Christa Hanson
Jack Reihl
Mary Jane Zdroik

Special Staff Ad Hoc Committee

George Atkinson
Audrey O'Harrow
Dennis Vandenberg
Henry Wallace
Mary Jane Zdroik

Between July 1, 1986 and February 23, 1987, Council membership included:

Jack B. Reihl, Chairman
Secretary-Treasurer,
State AFL-CIO, West Bend
(Representing: Labor)

Robin Carley, Owner
Carley Wood Associates
Madison
(Representing: Small
Business)

Robert Hable, Chief
Education and Employment
Section, Division of
Corrections
Oregon (Representing:
Special Education &
Career Development Needs
of Special Populations)

Theresa Clements
Bangor
(Representing:
(Agriculture))

Jean Henderson, Counselor
Vocational, Technical and
Adult Education
Elkhorn
(Representing: Career
Guidance & Counseling)

Erica McIntire,
Instructor, Vocational,
Technical and Adult
Education
Eau Claire
(Representing: Labor)

Claire Oberbreckling,
Director
Therapy and Support Services,
Inc., Hubertus
(Representing: State Job
Training Coordinating Council)

Herbert Schneider, LVEC
Sheboygan Area School
District, Sheboygan
(Representing: Secondary
Vocational Education)

Thomas Strick, Superintendent
Merrill Area Public Schools
Merrill
(Representing: Secondary
Vocational Education)

Douglas Oltzinger,
Sr. Buyer, Marinette
Marine Corporation,
Marinette
(Representing: Industry)

Wanda Sloan, Admissions
& Recruitment
Vocational, Technical and
Adult Education, Beloit
(Representing: Special
Education & Career
Development Needs of
Special Populations/
Minorities)

Federico Zaragoza,
Director, Business &
Industry Relations,
Milwaukee Area VTAE
District, Milwaukee
(Representing: Post-
Secondary Special
Education & Career
Development Needs
(including limited
English proficiency &
minorities)

This Council met three times during the period of this report.

An analysis of the Council's meetings shows excellent attendance. During the three meetings of the former Council, attendance averaged 10 out of 12 members. Similarly, the current Council has averaged 11 out of 13 members attending, excluding one winter meeting beset by a snowstorm. This record is exceptional for a voluntary citizens committee.

Shirley B. Thompson became Executive Director on July 1, 1987, succeeding former Director Daniel Jarosik.

COUNCIL MANDATES

The Council has met its Carl D. Perkins Vocational Educational Act mandates for the period of this biennial report. The nine legislative mandates are listed below, while the pages describing the Council's activities relative to them are referenced in the column to the right.

See
Page(s)

"SEC. 112(d) Each State Council shall --

- | | |
|---|--|
| <p>"(1) meet with the State board or its representatives during the planning year to advise on the development of the State Plan;</p> | <p>4, 5,
20,
23-28</p> |
| <p>"(2) advise the State board and make reports to the Governor, the business community, and general public of the State concerning --</p> | |
| <p>"(A) policies the State should pursue to strengthen vocational education (with particular attention to programs for the handicapped); and</p> | <p>5-7,
19, 20
21, 32,
33, 40-
45</p> |
| <p>"(B) initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs;</p> | <p>5, 7,
19, 20,
33, 34, 36</p> |
| <p>"(3) analyze and report on the distribution of spending for vocational education in the State and on the availability of vocational education activities and services within the State;</p> | |
| <p>"(4) furnish consultation to the State board on the establishment of evaluation criteria for vocational education programs within the State;</p> | <p>4-6,
35</p> <p>6, 7,
19, 20,
32, 33</p> |
| <p>"(5) submit recommendations to the State board on the conduct of vocational education programs conducted in the State which emphasize the use of business concerns and labor organizations;</p> | <p>5, 20,
29-36</p> |
| <p>"(6) assess the distribution of financial assistance furnished under the Act, particularly with the analysis of distribution of financial assistance between secondary vocational education programs and post-secondary vocational education programs;</p> | <p>4, 5,
23-28</p> |

(COUNCIL MANDATES, continued)

	<u>See</u> <u>Page(s)</u>
"(7) recommend procedures to the State board to ensure and enhance the participation of the public in the provision of vocational education at the local level within the State, particularly the participation of local employers and local labor organizations;	5, 21, 33, 36
"(8) report to the State board on the extent to which the individuals described in section 201(b) are provided with equal access to quality vocational education programs; and	5, 6, 20, 33, 40-45
"(9)(A) evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under the Job Training Partnership Act, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the Job Training Partnership Act and (B) advise the Governor, the State board, the State Job Training Coordinating Council, the Secretary, and the Secretary of Labor of these findings and recommendations."	8, 20, 46-59

SELECTED COUNCIL ACTIVITIES, JULY 1, 1986-DECEMBER 31, 1988

The listing of selected Council activities is followed by a more detailed discussion of major activities and subsequent recommendations.

1. The Council identifies evaluation of vocational education as a major focus in 1986-87 and examines both secondary and post-secondary level evaluation activities. (September, 1986)

2. The Council is an active participant in the three-day conference, "The Future of Working Wisconsin" in Milwaukee. Council President Jack Reihl and other members lead sectional activities and workshops. The Council meeting is held on-site in conjunction with the event. (February, 1987)

3. The Council studies the 1987-89 VTAE GPR budget requests and issues relative to State aid and student fees. (February, 1987) The Council subsequently goes on record in support of maintaining the current level of VTAE tuition which is 12% of costs.

4. George Atkinson, Council Chairman, serves on the Weigell Commission appointed by Governor Thompson to study governance of the VTAE system. (May, 1987)

5. Shirley B. Thompson becomes Executive Director of the Council (July, 1987), succeeding Daniel Jarosik.

6. A financial audit by Arthur Young and Company, Madison, is completed and the two noncompliance matters relative to membership and the need for a stated non-discrimination policy are resolved. (August, 1987)

7. The Council announces that "Achieving Excellence in School Guidance" has been selected by the U.S. Office of Education as an exemplary program in career guidance. The K-12 model was developed and jointly funded by the Council and the Wisconsin Department of Public Instruction. (September, 1987)

8. Council arrives at consensus on priorities for funding outside projects. (November, 1987) Priorities include:

1. Agriculture
2. Secondary Education including:
 - a. Education and employment follow-up study
 - b. LVEC funding role
 - c. Declining enrollments
 - d. Graduation requirements
 - e. Guidance study follow-up

- 3) Special needs: handicapped and low income
- 4) Corrections

9. Council Member Audrey O'Harrow serves on Literacy 2000, the VTAE Task Force studying the challenge of illiteracy in the State's adult population. (January, 1988) O'Harrow also serves as the Council's representative on the Wisconsin Jobs Council.

10. The Council begins review of the proposed 1988-90 State Plan for Carl D. Perkins Vocational Education Act funds at its first meeting in August, 1987 and approves the Plan in January, 1988. See p. 23 for recommendations and responses relative to the State Plan.

11. The Council funds the Adult Farm Family Training (Truck Driving) Project at Fox Valley Technical College, Appleton. The Council provides \$11,060 while FVTC provides the other half of the funds to select, assess, train, and place 15 adult farm family members in truck driving jobs. (March, 1988)

12. The Council's Evaluation Committee studies the vocational education program delivery system and reports they are satisfied with coordination of employment and training programs in Wisconsin. (March, 1988)

13. The Council studies the associate degree nursing issue, both the labor market shortage, and the success of VTAE associate degree nursing graduates as registered nurses. (March, 1988) The Council approves a resolution opposing a proposed administrative rule change mandating a baccalaureate degree for registered nurses. See p. 29.

14. The Council funds the Wisconsin DPI Work Experience Handbook project submitted by the University of Wisconsin-Stout, Menomonie, Wisconsin. (April, 1988) School-supervised work experience is identified as essential for helping students eventually make the transition from school to work, and such programs are now required in all Wisconsin high schools. Thus, the comprehensive guide is necessary. The Council provides \$15,000 and U.W.-Stout provides approximately \$8,000 in staff time, while DPI provides the remainder.

Council members Courtney Leonard, Mary Muehlius, and Mary Jane Zdroik and Executive Director Shirley Thompson are on the project's Steering Committee.

15. The Council holds a public hearing April, 1988, in Madison, to help determine public perceptions of vocational education in Wisconsin. Sixty-three give testimony at the hearing or by mail. A summary of testimony and resulting recommendations relative to marketing vocational education begins on p. 32. The marketing

recommendations are presented to the Wisconsin Board of Vocational, Technical and Adult Education in September, 1988.

16. The Council updates its committee structure by folding the Ad Hoc Committee on Personnel into the Executive Committee, and broadening the State Plan Committee into the Planning Committee. (June, 1988)

17. Council Member Dennis Vandenberg is elected Secretary of the Central Region of the State Councils on Vocational Education (SCOVE). (June, 1988)

18. The Council prepares to host the SCOVE regional conference slated for September, 1990. (June, 1988)

19. The Council approved all 13 points of "VTAE Coalition Summary of Consensus Positions." (August, 1988) (See Appendix A for Coalition membership and a complete summary of positions.)

The Council made the underlined additions to items 6 and 11:

6. The concept of State VTAE certification. A statewide certification standard, administered by the State Agency, ensures a minimum level of qualifications for professionals working in the system. The statewide certification standard should include certification coordination between the DPI and VTAE systems.

11. That within that diversified funding mechanism, the level of state support should be increased, but not to exceed 50%.

The other Coalition consensus positions approved by the Council, presented here in summary, include support of:

1. The current VTAE mission;
2. Increased emphasis on adult literacy;
3. The concept that every state adult should be able to achieve a high school diploma and supported placing responsibility for providing the opportunities with VTAE;
4. Continuation of the VTAE system as a separate governmental entity;
5. Shared governance between the state and local district boards;
6. Statewide VTAE instructor certification;
7. Lifelong learning and the need for VTAE credits to transfer to other higher education institutions;

8. The VTAE system as the first choice for delivering employment and training programs;
9. A study of rising tuition as a revenue source and how it affects student access to a vocational-technical education;
10. The diversified funding base of federal, state, local, and user fees;
11. Increased state funding;
12. Study of the state aid formula;
13. A state increase in financial aid to part-time students.

Subsequently, Items 7, 8 and 13 failed to receive unanimous Coalition support and were thus tabled for possible future consideration. (See Appendix A for full text.)

20. The Council studies the extent to which single parents are served by vocational education, either at the high school or post-secondary level. The Council recommends increased Legislative commitment to and funding for single parents. (September, 1988) See p. 40 for rationale and recommendations.

21. The Council's Executive Director assists in selection of the Wisconsin nominee for the NASCOVE national Vocational Instructional Advisory Committee (VIP) award. (September, 1988)

22. The Council contracts with PARIS AND ASSOCIATES, Madison, Wisconsin, to independently evaluate JTPA and Carl D. Perkins Act vocational programs/services in Wisconsin, with special emphasis on coordination, private sector involvement, and services to special populations. (November, 1988) See p. 46.

23. The Council holds a public hearing on vocational education in Wisconsin's correctional facilities, at the Oshkosh Correctional Institution. (November, 1988) Twenty-seven give testimony at the hearing or by mail. See p. 42 for Council recommendations.

24. Throughout the period of this report, the Council is represented on a number of committees and organizations including:

- DPI Work Experience Handbook Committee
- Interagency Steering Committee [for Corrections]
- VTAE Coalition
- VTAE Marketing Committee
- Work Force 2000 Task Force
- National Association of State Councils on Vocational Education (NASCOVE)

In addition, the Council's Executive Director is present to answer questions and provide information at meetings of:

VTAE District Boards Association
Wis. Assoc. of VTAE Administrators

Wisconsin Board of VTAE
Wisconsin Jobs Council

1988-90 TWO-YEAR STATE PLAN ON VOCATIONAL, TECHNICAL
AND ADULT EDUCATION IN WISCONSIN
Recommendations to DPI and WBVTAE
January, 1988

1. The Council advocated joint articulation efforts between the WBVTAE and the DPI, and is pleased with the result. However, the Council recommends increasing the funding allocation (\$500,000) for the secondary/post-secondary Joint Articulation Pool to further develop and enhance curriculum between the VTAE districts and the Local Education Agencies (LEAs) and also recommends comprehensive expansion of this effort.

2. The Council firmly believes the State Plan is not merely a compliance document to satisfy funding requirements or to outline the existing state of affairs but, it is a vocational education plan including policy direction for the State. The Council acknowledges the relatively small dollar amount administered under the Act (approximately 2%) out of the total resource allotment expended in Wisconsin for vocational education. However, the Carl D. Perkins Vocational Education Act funding provides significant opportunities for vocational education as spelled out under the Act. The Act provides dollars, impetus, and meaningful direction in comprehensive vocational education planning for Wisconsin and the Council recommends increasing emphasis on the benefits of the Act with resultant goals and objectives attainable, under the Act, in the development of the State Plan.

3. Economic development is a major thrust in Wisconsin and the Council is acutely aware of the need for training and retraining adults in this effort. Under the Plan, the Board assures that programs "will be designed with the active participation of the State Council on Vocational Education established under the Act." The Council recommends more active participation between the Council and the State Board FROM THE BEGINNING OF THE PLANNING PROCESS than has previously been established.

4. Understanding that the State Plan is not a document to be easily understood by a cursory reading or, perhaps, even by an in-depth study, the Council recommends studying the formatting of the Plan in an effort, first, to facilitate the analysis process for those charged with the duty of review and, second, to develop a better referenced State Plan.

5. The Council recommends a division of study in future reviews of the State Plans to implement segmented study of the parts of the Plan; and, further recommends constructive presentations, on each part of the Plan, be presented by staff of the WBVTAE and the DPI for systematic study and better comprehension of each part of the Plan.

Discussion

The Council, authorized under Sec. 112 of the Carl D. Perkins Vocational Education Act, began to review the Plan at the first meeting of the newly appointed Council on August 18, 1987. Representatives from the Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) and the Department of Public Instruction (DPI) summarized the requirements of the law and what the Plan contained. In subsequent meetings, the Council discussed the Plan in detail.

The Council determined that many concerns of the previous Council had been resolved and judged the current plan to be "superior" to the prior Plan.

After stating the recommendations listed earlier, the Council approved the 1988-90 Two-Year Plan on Vocational, Technical and Adult Education in Wisconsin on January 20, 1988.

Responses to Council Recommendations on 1988-90 State Plan by DPI and WBVTAE

1. The Council recommends increasing the funding allocation (\$500,000) for the secondary/post-secondary Joint Articulation Pool to further develop and enhance curriculum between the VTAE districts and the Local Education Agencies (LEAs) and also recommends comprehensive expansion of this effort.

DPI RESPONSE: The dedication of \$500,000 in each of the last three program years has initiated significant efforts to develop articulated vocational education programs between secondary schools and VTAE colleges. This effort produced several models which are certainly worthy of expanded development and publicity. DPI will work closely with VTAE to determine the most promising methods to further this already successful effort.

WBVTAE RESPONSE: This recommendation merits further discussion between this agency and the Department of Public Instruction. The present allocation has provided a substantial base for developing articulated competency-based curriculums between K-12 districts and VTAE districts. We will be pleased to work with the Department of Public Instruction to analyze the results of the expenditures thus far and to consider the possibilities of expansion of the funding for joint articulation.

2. The Council recommends increasing emphasis on the benefits of the Act with resultant goals and objectives attainable, under the Act, in the development of the State Plan.

DPI RESPONSE: DPI will increase its efforts to emphasize the benefits of Carl Perkins funding in developing modern secondary vocational education programs. There is no doubt that these federal funds have supported changes in curriculum direction in all vocational disciplines and the initiation of Education for Employment program efforts in school districts statewide.

WBVTAE RESPONSE: This recommendation has merit. This agency has emphasized and will continue to emphasize the importance of Carl Perkins Vocational Education Act monies to Vocational Education in Wisconsin. Each of our VTAE districts utilizes this money for important support of projects on behalf of students. We concur with your recommendation for emphasizing the impact of Carl Perkins dollars and will make every effort to carry that out.

3. The Council recommends more active participation between the Council and the State Board from the beginning of the planning process than has previously been established.

DPI RESPONSE: The DPI will work with the State Board to improve the planning process during the development of the next State Plan.

WBVTAE RESPONSE: This agency will be pleased to work with the Wisconsin Council on Vocational Education in improving the planning process for the development of the next State Plan.

4. The Council recommends studying the formatting of the Plan in an effort, first, to facilitate the analysis process for those charged with the duty of review and, second, to develop a better referenced State Plan.

DPI RESPONSE: The rigorous programmatic requirements of the Carl Perkins Act have caused the State Plan to be formatted as a compliance document. DPI is most willing to work with the State Board to develop a plan format which not only meets the requirements of the federal mandates but is more readily useful to interested persons.

WBVTAE RESPONSE: This agency will work with the Department of Public Instruction to establish a format for the Plan which will facilitate its use by all parties. While the Plan is essentially a technical document, we concur that it needs to be a readable document for anyone who might use it.

5. The Council recommends a division of study in future reviews of the State Plans to implement segmented study of the parts of the Plan; and, further recommends constructive presentations, on each part of the Plan, be presented by staff of the WBVTAE and the DPI for systematic study and better comprehension of each part of the Plan.

DPI RESPONSE: Appropriate presentations by staff from WBVTAE and DPI would certainly assist in any systematic study of the Plan. DPI will work with the State Board to develop a format for staff presentations to provide a better understanding of the program plans under each part of the Carl Perkins Act.

WBVTAE RESPONSE: The agency concurs with this recommendation and will work with Wisconsin Council on Vocational Education staff to develop an appropriate presentational format.

Analysis of Fund Distribution

As Tables I and II indicate, the federal Carl D. Perkins Act funds which come to Wisconsin are divided between secondary (DPI) and post-secondary (WBVTAE) vocational education in a proportion of 45/55 respectively. This allocation is based on population.

Together, DPI and VTAE invested the minimum set aside figures for the targeted groups with special needs under Title II A in both years, exceeding them slightly in 1986-87 and attaining them in 1987-88. (The amounts for Title II A and Title II B for both agencies are the base for the set aside percentages mandated under Title II A).

As the tables show, the amount of real dollars coming to Wisconsin under the Act declined \$707,844, or 4% in one year. In that the 4% is not adjusted for inflation, the actual loss in buying power of the funds exceeds 4%. This follows a pattern of declining federal dollars available for vocational-technical education in the state.

Table I

Carl D. Perkins Federal Vocational Education Funding
Wisconsin Department of Public Instruction

	1986-87	1987-88
Title II Basic Grant	\$16,348,997	15,641,153
VTAE 55%*	8,756,948	8,327,634
DPI 45%*	7,592,049	7,313,519
<u>Title IIA and IIB Basic Grant Summaries</u>		
DPI Administration	378,816	323,212
Sex Equity	27,000	27,000
<u>Title II A (57%)</u>		
Handicapped 10%	694,029	668,831
Disadvantaged 22%	1,526,864	1,471,427
Adult 12%	832,835	802,596
Sex Equity 3.5%	263,110	234,091
Single Parent 8.5%	589,926	568,506
Incarcerated 1%	69,402	66,883
Title IIA Totals:	3,976,166	3,812,334
<u>Title II B (43%)</u>		
Curriculum Development	639,970	680,148
Staff Development	37,034	104,985
Program Improvement**	2,533,063	2,365,840
Title IIB Totals:	3,210,067	3,150,973
<u>Title III Special Programs</u>		
Part A Community-based	-0-	65,420
Part B Consumer/Home Ec.	305,764	292,618

*These percentages are allocated in the planning stages. The figures presented here are actual expenditures and can be somewhat more or less than the planned percentages. Also, the articulation pool funds come off the top of each agency's allocation, further affecting the actual percent of the basic grant expended by each agency.

**Includes \$500,000 for articulation pool funds.

Table II

Carl D. Perkins Federal Vocational Education Funding
Wisconsin
State Board of Vocational, Technical and Adult Education

	<u>1986-87</u>	<u>1987-88</u>
State Allocation	\$16,348,997	15,641,153
DPI 45%*	7,592,049	7,313,519
VTAE 55%*	8,756,948	8,327,634
 <u>Title IIA and IIB Summaries</u>		
7% Administration	636,437	569,185
Sex Equity	33,000	33,000
 <u>Title II A (57%)</u>		
Handicapped 10%	836,251	800,045
Disadvantaged 22%	1,839,753	1,760,099
Adult 12%	1,003,501	960,054
Sex Equity 3.5%	292,688	280,015
Single Parent 8.5%	710,813	680,038
Incarcerated 1%	83,625	80,005
 Title IIA Totals:	 4,766,631	 4,560,256
 <u>Title II B (43%)</u>		
Curriculum Development	96,973	367,643
Staff Development	66,478	138,566
Program Improvement	3,157,429	2,658,984
 Title IIB Totals:	 3,320,880	 3,165,193
 <u>Title III Special Programs</u>		
Part A Community-based	-0-	79,957
Part B Consumer/Home Ec.	373,712	357,645

*These percentages are allocated in the planning stages. The figures presented here are actual expenditures and can be somewhat more or less than the planned percentages. Also, the articulation pool funds come off the top of each agency's allocation, further affecting the actual percent of the basic grant expended by each agency.

RESOLUTION
OPPOSITION TO PROPOSED ADMINISTRATIVE
RULE CHANGE FOR NURSES
(March, 1988)

The Council unanimously opposed, by resolution, the proposed Administrative Rule change that would require a baccalaureate degree for all registered nurses.

Resolution

WHEREAS, in view of the worsening shortage of nurses in not only the State of Wisconsin but the entire nation; and

WHEREAS, the Wisconsin Board of Nursing is endorsing an administrative rule change that would make a baccalaureate degree of nursing a requirement for a person to become licensed to practice as a registered nurse in Wisconsin; and

WHEREAS, slightly more than half of the registered nurse graduates in our state are prepared with an associate degree or diploma program in nursing; and

WHEREAS, all registered nurses regardless of type of degree are required to pass the same State Boards.

NOW, THEREFORE, BE IT RESOLVED, that the proposed administrative rule by the State Board of Nursing be abandoned.

THEREFORE, BE IT FURTHER RESOLVED, that copies of this resolution passed by the Wisconsin Council on Vocational Education be transmitted to the Governor, the State Board of Vocational, Technical and Adult Education, the State Legislature, and the State Board of Nursing.

Responses

E. James Ladwig, State Representative
 63rd Assembly District

...I am opposed to the changed suggested by these proposals. I believe that the Gateway Tech nursing program is an excellent one and one which provides qualified nurses for the health care consumer. I also believe that there are job opportunities for graduates of the Gateway program as well as opportunities for education and career advancement if individuals are interested in taking advantage of them...(April, 1988)

Joe Strohl
Senate Majority Leader

...I share your belief that quality of care should be the primary consideration in determining professional licensure requirements.

I have always been impressed with the quality of the curriculum at the state vocational schools, and the nursing programs are generally considered among the strongest programs offered. Evidence of the program's success is the high number of graduates who pass the state licensing exam. With over 96 percent of associate degree nurses passing the licensing exam, it would appear that the program has been successful in preparing graduates to meet the demands of a professional nursing career.

I am opposed to current efforts to shut out ADN's from the nursing profession. It is my position that if quality care is the issue, the licensing exam should be made tougher for all persons taking the test, rather than disallowing a particular group from becoming licensed.

All of the reports I have received indicated that quality of care in our hospitals and nursing homes is excellent so, frankly, I am not convinced that a tougher certification exam is at all necessary. Even if it were made tougher, I suspect that associate degree nurses would continue to pass with flying colors...(March, 1988)

Rosella M. Van Hollen, Member
Wisconsin State Board of Nursing

...The continued complexity of the nursing profession is such that the minimum number of years of training to become a practicing nurse should be two years. The rapid closing of the one-year schools for training of practical nurses seems one indication of a movement towards this already.

I am very much in favor of our fine ADN schools and feel that they should continue and indeed become more available to the more remote parts of our state. I feel the nurses of the ADN programs are indeed Registered Nurses and should remain as independent practitioners.

I am not in favor of "grandfathering" nurses into a classification higher than their present license. I am in favor of those nurses who, for whatever reason, decide not to upgrade their titles by further schooling being allowed to continue out their careers as they find places in the working market to do so.

The time has come to settle the entry issue. It is important to encourage many into the field of nursing and the uncertainty of the entry issue and position, roles, status, etc., I feel detracts from prospective students making a decision to enter the field.

Wisconsin is fortunate to have qualified, caring nurses, and we want to see their numbers increased...(April, 1988)

RECOMMENDATIONS
MARKETING VOCATIONAL EDUCATION
IN WISCONSIN
July, 1988

The Wisconsin Council on Vocational Education recommends the Wisconsin Board of Vocational, Technical and Adult Education (WBVTAE) in concert with State Government; the Department of Public Instruction (DPI); the University of Wisconsin (UW); and representatives of Business, Industry, Labor, Agriculture, the Wisconsin Council on Vocational Education, and others impacting on vocational education in the State, develop a professional, comprehensive and well-coordinated vocational education marketing program for the State of Wisconsin, including:

1. Accentuating the positive role of vocational education (i.e., a first choice for education and future employment).
2. Statistics emphasizing numbers of individuals served by vocational education in the DPI, VTAE and the UW.
3. Current statewide employment needs.
4. Potential work force needs (i.e., analyze predicted skilled and unskilled worker shortage in Wisconsin to determine methodologies to minimize, or prevent, a labor shortage crisis).
5. Current job placement data (containing assessment of meeting short-term training needs, i.e. part-time students).
6. Funding (long-term vocational education funding must be resolved to allow educational issues to drive the system-- a sound financing plan for vocational education in the State of Wisconsin being the end result).
7. Program relevancy -- analyze current program evaluation systems at the state and district levels and determine responsiveness to new program requirements in meeting today's labor market needs.
8. Assess the nature and extent of program duplication between educational systems and between campuses within the same system.
9. Vocational education program delivery coordination and articulation between the DPI, VTAE and the UW. (Guidance counselors must advise students of all education possibilities).

10. Significantly expand partnerships with Business, Industry, Labor, Agriculture and others with the educational systems. In addition, coordinate and articulate inter-agency relationships impacting vocational education with the Governor's Office, DOA, DOC, DOD, H&SS, DILHR and others.

11. Analyze vocational education accessibility to all students including service to rural and urban areas; handicapped, disadvantaged, adults in need of training and/or re-training, single parents or homemakers, participants in programs designed to eliminate sex bias and stereotyping and, criminal offenders serving in correctional institutions.

12. The impact of academic requirements and transfer of credits on the vocational education student in the State of Wisconsin. (July, 1988)

Discussion

The marketing proposal was a direct result of the Council's public hearing held in April, 1988, "The Perception of Vocational Education in Wisconsin." (The Carl D. Perkins Vocational Education Act requires state councils on vocational education to "provide for not less than one public meeting each year at which the public is given an opportunity to express views concerning the vocational education program of the State").

In addition to press notices, approximately 250 invitations were mailed to a broad spectrum of potential participants. Testimony (oral and/or written) was received from 63 individuals representing one or more of the following categories:

- Agriculture
- Business/industry
- Cooperative Education Service Agency (CESA)
- Corrections
- Dislocated Workers
- Handicapped
- Labor
- Post-secondary (Staff/Administrators/Students)
- Private Industry Council (PIC)
- Secondary (Staff/Administrators/Students)
- Single Parents
- Small Business
- Special Needs
- Student Organizations
- University of Wisconsin
- Wisconsin Association of School Boards
- Wisconsin Education Association Council (WEAC)
- Wisconsin Vocational Association (WVA)
- Wisconsin VTAE District Boards Association

Six specific questions were given to the participants:

What is your perception of vocational education?

What is working?

What is not working?

How can the positive aspects of vocational education be applied to make the total population aware of the value of vocational education to our society?

What issues need to be addressed to enhance the public perception of vocational education?

Do you have specific recommendations for improvement?

Information gathered from the testimony is a valuable resource for the Council. For example, presenters identify specific topics the Council may select for research and/or program of work eventually impacting on Council recommendations to the State Board of Vocational, Technical and Adult Education, the Governor, the business community, and others, regarding policies the State should pursue to strengthen vocational education.

The public hearing on "The Perception of Vocational Education in Wisconsin" is the beginning of a Council effort to enhance the public's perception of vocational education in Wisconsin.

A report of the hearing was provided to the Wisconsin Board of Vocational, Technical and Adult Education, the Governor, the business community, the general public of Wisconsin, and others.

Summary of Testimony

Perception -- The testimony indicates the presenters held Wisconsin vocational education in very high regard.

VTAE System -- The vocational system in the State of Wisconsin is one of the best in the nation, due, in great part, to a shared governance approach (State and local) and diversified funding. The Wisconsin VTAE System is a model other states emulate.

Quality Product -- Wisconsin employers rate vocational education graduates above average in job preparation, basic skills and job skills.

Marketing -- Implement a professional, comprehensive, well-coordinated, statewide vocational education marketing program, a vital need for the system to improve the image of vocational education with the public.

Financing -- Establish a long-range financing plan for the VTAE system in the State of Wisconsin.

Partnerships -- Enhance and significantly expand vocational education partnerships with Business, Industry, Labor, Agriculture, Entrepreneurs, and others, throughout the State.

Access -- Review academic requirements in the education systems that have greatly restricted, and often eliminate, access to vocational education programs.

Duplication -- Assess vocational education program duplication and eliminate unnecessary duplication between educational systems and between campuses within the same system.

Advocacy -- Develop vocational education understanding, appreciation, and advocacy with counselors, instructors, administrators, etc., in each education system.

Transfer of Credits -- Promote transfer of credits for comparable courses within the VTAE system and between educational systems.

Labor Market Information (LMI) -- Refine the forecasting system for employment needs to prevent the predicted labor shortage crises; and, utilize accurate statistics reflecting the economic environment of workers versus bureaucratic categorization of the labor force (i.e., agricultural-related industries employ approximately one-fourth of the nation's labor force but current LMI statistics are segmented and do not reflect the total agricultural employment data).

Legislation -- Examine legislation affecting vocational education in each educational system in the State of Wisconsin and then develop legislation requiring vocational education credits.

Program Relevancy -- Develop system flexibility to rapidly respond to changing work environment and technology, a constant challenge to supplying relevant programming for employment needs.

Note: The summary list does not reflect order of importance.

Conclusions

The interpretation drawn from testimony presented at the public hearing on "The Perception of Vocational Education in Wisconsin" indicates vocational education in the State of Wisconsin ranks as one of the best in the nation. However, there is need to ensure the following conclusions be implemented so that quality vocational education is available for the citizens of Wisconsin:

1. In order to keep pace with economic and technological change and maintain a leadership position, all levels of vocational education in Wisconsin must develop programs and delivery systems to meet current needs. It is essential for the State of Wisconsin to be able to compete in today's global market which demands a work force trained for present employment and adaptable to future employment.

2. A comprehensive, cost-effective, professional marketing program (encompassing mission statement, targeted populations, assessments, promotion, etc.) must be implemented for vocational education in the State of Wisconsin. The marketing program should be developed by the Wisconsin Board of Vocational, Technical and Adult Education in concert with the State Government, Department of Public Instruction, University of Wisconsin, Business, Industry, Labor, Agriculture, and others, impacting on vocational education.

Responses

James R. Klauser, Secretary
Wisconsin Department of Administration

...I believe we must move beyond perceptions and engage in thorough research and analysis regarding the performance of vocational education. We need to know where improvements and changes are most needed. Please let me know what W/COVE has done in this regard.

It seems that local districts are, for the most part, effectively marketing VTAE services. [The 12 recommendations] can be implemented through effective use of existing resources, and are a major component of the State Board's responsibility.

I am concerned with some of the testimony which implies that increased emphasis on academic standards is harmful to secondary vocational education. I believe strong reading, mathematical and critical thinking skills are essential to employment success.

In addition, VTAE district directors have been vocal regarding the tremendous amount of resources devoted to basic skills remediation. In order to succeed in VTAE or college, sound academic preparation during high school is necessary...(September, 1988)

W/COVE to James R. Klauser

A long-standing Council concern to better market vocational education was enhanced by 66 percent of the hearing presenters also identifying this need. As a result, the Council recommended a "comprehensive and well-coordinated vocational education marketing program for the State of Wisconsin" be developed under the leadership of the WBVTAE. The Council further recommended a cooperative effort with other state agencies. (Council action for the recommendation is based on P.L. 98-524, Sec. 112 requiring W/COVE to advise on policies the State should pursue to strengthen vocational education.) The Council's recommendation has already received wide support from various groups and individuals throughout the State. The recommendation was formally presented to the State Board, last week, and efforts have begun to develop the parameters for a statewide marketing program. We expect to determine "where improvements and changes are most needed," as you stated in your letter, and those determinations, I suspect, will have significant impact on the development and implementation of a statewide endeavor.

Some local districts have developed effective marketing programs. Are independent district programs the best use of dollars for a statewide system? Will some of the established programs be beneficial in the development of a statewide comprehensive marketing program? These questions, and many others, must be answered before a comprehensive, cost-effective, statewide marketing program can be put in place. The Council concurs with a State Board staff recommendation to have an independent study of the system, first, to establish the best foundation and cost-effective strategies for a statewide marketing plan.

The Council members, and many of the presenters testifying at the public hearing, emphatically believe in strong academic standards. The fact that the new academic requirements eliminate vocational education opportunities is the emerging concern. How can strong academic standards be maintained and vocational education opportunities be available to all students, especially in the secondary schools -- additional class periods, longer school days, longer school year, etc.? If the vocational system is to supply the majority of the work force in Wisconsin, these questions must be resolved...(October, 1988)

Dennis H. Nitschke, Executive Secretary
East-Central Wisconsin VTAE Consortium

...The initial reaction of the East-Central Wisconsin Consortium Board was:

- strong agreement with the need to move forward on this marketing issue;
- the marketing effort should be coordinated at the state level and serve to meet both state and local needs;
- outside expertise should be utilized.

The nine District Board Members and Directors at our meeting did have some further reactions to the paper. I ask that you accept these comments as both supportive and constructive.

The first suggestion is perhaps one of definition. We interpret the Council's goal to be that of developing a strategy and plan to better market vocational education; and we agree with that goal. Most of the twelve recommendations, however, reflect a broad range of policy issues, and go well beyond the question of how vocational education is perceived. Perhaps the twelve recommendations begin to identify "strategic directions" for vocational education and should be modified or expanded to include a strong recommendation on marketing. In other words, strategic planning would be the primary thrust with marketing identified as a priority. We then will be in a better position to market based on past accomplishments and future direction. The paper might then be entitled, "Recommendations on the Future of Vocational Education in Wisconsin."

As for the specific recommendations, several of them appear to represent components or steps to implementing a marketing thrust. If our suggestion to refocus the recommendations away from marketing and more toward planning were accepted, it would be appropriate to combine several of these recommendations into one strong statement on marketing (e.g., No. 2, 3, and 5). Your recommendation number 4 is a particularly strong one as it relates to both marketing and the future of vocational education. How can we better analyze the predicted worker shortage and then position ourselves to meet those needs? You have also identified other key policy issues which vocational education must be prepared to address.

In addition to the twelve recommendations your Council is advancing, one additional issue/need was discussed at some length by the Consortium Board. That had to do with the high level of existing and projected student tuition (program fees). Is this having a negative effect on student access -- for all students, not just target groups? To effectively market, we're told we must address five matters -- product, promotion, place, people, and price. We have a concern over the price...(September, 1988)

Mary Lee Reichle, President
Linda Stemper, Executive Director
Wisconsin Vocational Association (WVA)

...Building a stronger and more positive image of vocational education is something everyone in the vocational system has taken on as a personal task. We all want to help market what we believe in.

...In response to your marketing plan presented to the VTAE Coalition, we feel obtaining meaningful marketing data is a positive step to support a system we are all trying to improve.

Your plans along with many other plans on the rise can certainly work in harmony toward a common goal. Time, dedication, patience and cooperation will make our goal come true.

All of our missions are similar and we all want to help each other. The VTAE Coalition has so much merit and potential if we can only keep in mind the success of vocational education. The Wisconsin Vocational Association would like to offer you our support in any way to help the Council carry out its marketing plan. (September, 1988)

RECOMMENDATIONS
SINGLE PARENTS' VOCATIONAL NEEDS
(September, 1988)

Recommendation to Wisconsin Legislature

The Wisconsin Council on Vocational Education recommends significantly increasing State funding at both secondary and post-secondary levels for the Single Parent Program, to more adequately serve the needs of single parents in the State of Wisconsin.

Discussion

Preliminary findings of a current study by the Wisconsin Council On Vocational Education indicate a very small percentage of individual needs in this category are served by the vocational system in the State of Wisconsin. To address the needs of this target population, the following must be accomplished:

1. Develop data to document needs;
2. Evaluate and track processes to measure both programs and individuals served;
3. Coordinate efforts to: 1) eliminate duplication between intra- and inter-agency services and funding, i.e. Learnfare, JTPA, Vocational Education, etc., and 2) provide more efficient and effective services to single parents;
4. Eliminate barriers such as transportation, child care and inaccessibility;
5. Develop an easily understood comprehensive and coordinated directory of resources and services;
6. Create an information distribution system to reach the targeted population;
7. Establish segregated but coordinated funds to promote new Single Parent Program initiatives;
8. Expand eligibility requirements for single parents to include pregnant students;
9. Extend Single Parent Program curricula to include pre-vocational training (Parenting and Life Skills);
10. Study disincentives for single parent participation in vocational education programs created by the requirements of other support programs such as AFDC, Food Stamps, Housing, etc.;

The Council encourages legislative support in: 1) recognizing and resolving critical needs of single parents in Wisconsin; 2) increasing State funding to better serve this burgeoning population; and 3) a commitment and investment for their children and the future generations of Wisconsin.

WBVTAE Response

WBVTAE notified the Council that the recommendation would be included in the agency's Displaced Homemaker Program GPR budget request (September, 1988).

COMMENDATIONS AND RECOMMENDATIONS
VOCATIONAL EDUCATION IN WISCONSIN
CORRECTIONAL FACILITIES

1. The Council commends the Oshkosh State Correctional Institution, Fox Valley Technical College, Moraine Park Technical College, the Division of Corrections, the Wisconsin Board of Vocational, Technical and Adult Education, as well as other correctional facilities and VTAE colleges in the State who have been similarly involved, for exceptional efforts put forth to provide quality vocational-technical training for inmates in the Wisconsin Correctional System.

2. The Council commends the cooperative efforts of the Center for Vocational, Technical and Adult Education, UW-Stout; the East-Central Wisconsin VTAE Consortium; Wisconsin Board of Vocational, Technical and Adult Education; Wisconsin Department of Public Instruction; and the Wisconsin Division of Corrections for the development of the "Corrections Education Evaluation System Model."

3. The Council recommends the creation of a Cabinet-level department for the Division of Corrections (DOC) along with a formal mechanism for coordination with other human service and educational agencies.

Rationale

The inmate population in Wisconsin is growing at a rapid pace. The Oshkosh State Correctional Institution, for instance, which opened in September, 1986, was built as a 300-bed institution. It was filled in less than one year, and has accepted another 100 extra inmates. A 100-bed addition is being added to OCSI. A 450-bed institution will be built near Racine at Sturtevant and three minimum security facilities are planned for Waupun, Kenosha and Racine. All told, Wisconsin will add 750 adult beds over the next two years. All correctional facilities are overcrowded, according to testimony.

The financial implications of the prison system are substantial. The annual DOC budget is approximately \$186 million. The system detains 6,000 inmates and supervises another 27,000 people on parole or probation.

The social implications of the Corrections systems are obvious. The public depends on the corrections system to protect society from criminals during their incarceration, but also during their transition back into the community. According to testimony, 95% of all people who are sent to prison eventually get back into the community.

The Council supports Governor Thompson's contention that the separate department would make corrections more visible and accountable.

4. The Council recommends the establishment of a VTAE scholarship for each of the State's 24 correctional facilities. Such a scholarship would be awarded annually to an inmate displaying: 1) sincere interest in a particular vocational-technical field; and 2) potential for long-term occupational success in the community.

Rationale

According to testimony, inmates without financial aid are frequently unable to purchase books for their courses. The Council feels that financial support may contribute to students' long-term success and interest in their vocational field, which could hopefully continue when inmates return to their communities.

5. The Council recommends that vocational-technical education be provided to inmates through State contracts with Vocational-Technical Colleges which cover the costs of those services to the colleges.

Rationale

The Council believes that along with other services provided to prisoners such as health care, food, clothing, shelter, and the like, educational services are a responsibility of the State and should be paid for by the State. Local communities with correctional facilities should not bear the costs of education.

The Council believes, however, that VTAE Colleges are the logical and, in fact, are the statutory delivery systems of vocational-technical education.

6. The Council recommends the development of a State policy for Corrections education and a strategic plan for Corrections education. The policy and strategic plan should be developed with meaningful input from the Department of Health and Social Services (DHSS), the Wisconsin Board of Vocational, Technical and Adult Education (VTAE), local VTAE districts providing services, the Department of Public Instruction (DPI), the University of Wisconsin Educational Communications Board (ECB), and other human service agencies involved in corrections.

Furthermore, data from studies recommended here by the Council for follow-up of inmates, vocational-technical training

opportunities for female inmates, and televised instruction should be utilized in development of the policy and plan.

Rationale

Few would argue that education of inmates is in the best interest of society and the incarcerated individuals. The average reading level of inmates is below 5th grade, which is an immediate challenge for education of any kind.

Additionally, the amount of vocational-technical education in correctional facilities has grown. The Council could not find any evidence of a plan for developing vocational-technical training in correctional facilities. According to testimony, the kinds and amounts of education available to inmates is highly dependent on the superintendent of a given facility and the funding available. Vocational-technical training of inmates is too important and too costly to move forward without a plan.

Further, the purpose of vocational-technical training in correctional facilities is not clear. Programs such as food service and horticulture would not likely provide a living wage for a head of a household upon re-entry into the community. It is not clear if vocational training in correctional facilities is primarily to help provide essential services or to keep inmates occupied, or to prepare the inmates for gainful employment after incarceration. The primary strategic purposes must be established and then long- and short-range plans developed.

7. The Council recommends an immediate study of vocational-technical training opportunities available to women in Taycheedah State Correctional Institution to determine the extent to which they have equal access to vocational-technical training. The study should determine the amount per inmate, by gender, spent on vocational-technical education. It should also determine the amount of access female inmates have to training programs that lead to employment that provides a living wage. Finally, it should include recommendations for vocational-technical training of female inmates.

Rationale

Testimony indicated it is not cost effective for the State Division of Corrections or the educational providers to supply equal vocational-technical programming opportunities for relatively few female inmates compared to male inmates.

8. The Council recommends a follow-up study of a sample of inmates who have received vocational-technical training and re-entered communities to determine what percentage are employed in occupations related to their training or enrolled in further education. Such a study could be conducted with input from parole officers.

Rationale

It is currently not known what effect vocational-technical training has on subsequent employment of inmates or enrollment in further education. The Council agrees with testimony that, given the amount of time, money, and effort that is expended, the results should be known.

9. The Council recommends a study of the feasibility of using televised instruction in all correctional facilities in the State. The study should determine the financial and human resource requirements for developing a statewide electronic education system for inmates which includes courses from DPI, VTAE, and the University of Wisconsin.

Rationale

Given that it is difficult to get inmates to educational facilities and given the fact that it is costly to send instructors into correctional facilities, electronic education would appear to be a natural delivery system for prisons.

No amount of electronic education can take the place of a caring instructor, especially for inmates, many of whom have had negative experiences in school and who need a great deal of encouragement and support. However, having subject matter specialists teaching via television supported by a generalist on-site is a model that deserves scrutiny.

The need for basic skills education was emphasized in the testimony. Basic skills can be taught effectively with television and audio-visual support, particularly with computers. Again, such combinations do not eliminate the need for an on-site individual but it could allow for more flexibility in staffing.

Staff at OCSI emphasized the mobility of inmates and the short length of time inmates stay -- two years on the average. An electronic curriculum would provide educational continuity for inmates as they move from one facility to another. Furthermore, it could open up many more options for inmate coursework.

COMMENDATIONS AND RECOMMENDATIONS
CARL D. PERKINS VOCATIONAL EDUCATION ACT/
JTPA STUDY

COMMENDATIONS

1. The Division of Employment and Training Policy (DETP), Job Service, Wisconsin Board of VTAE, and the four local pilot projects in the Central Wisconsin, Southwestern Wisconsin, Northwest Wisconsin CEP, Inc., and Northern Lake Winnebago SDAs are commended for developing and implementing Job Centers.

Rationale

The intent of the Job Center model is to maximize services to clients, both individuals seeking work and employers seeking employees. The model makes the best use of resources by limiting unnecessary duplication.

2. The State's 17 SDAs and the DETP are commended for Wisconsin's aggregate record of consistently exceeding federal performance standards for job placement and wage rates.

Rationale

The figures for 1987-88 show that the aggregate record for all of Wisconsin's SDAs exceeded federal standards and according to DETP staff, this high level of performance is typical for the State. The required entered employment rate was exceeded by 28%. The required average wage at placement was exceeded by 15% and the required welfare entered employment rate was exceeded by 38%.

3. The Bureau for Vocational Education, Wisconsin Department of Public Instruction is commended for developing the five curriculum planning guides for Agriculture, Business, Home Economics, Marketing, and Technology Education.

Rationale

The guides show evidence of a great deal of thought as to why topics are taught. The Technology and Home Economics guides, in particular, represent a departure from the traditional. Technology Education, for example, is organized around four systems of technology: communications; construction; manufacturing; and transportation. This is in contrast to the traditional woodworking, metalworking, and drafting. It recognizes the link between the teaching of technology and

science and the humanities and recognizes the interactive relationship between people and the technologies they create.

The Home Economics curriculum guide focuses on home and job. The curriculum is distinguished by its recognition of the dual roles most adults play as workers and homemakers and the recognition of the work of the family.

All the curriculum guides stress problem-solving and development of basic skills that will enhance students' employment potential but that will also serve them well in future education and training. The guides recognize the changing nature of curricula and the role the private sector must play in constant curriculum updating. They also show how to eliminate sex bias and stereotyping to broaden opportunities for all students. In short, the curricula described in the guides should expand students' opportunities for success in school and in future work and education.

4. The Bureau for Vocational Education, Wisconsin Department of Public Instruction, is commended for developing a cadre of individuals in each CESA who are knowledgeable about eliminating sex bias and stereotyping in vocational education.

Rationale

The cadre approach is an excellent means of extending the influence of one sex equity coordinator at the state level. It has great potential for affecting long term change. Results of this research indicate that the sex equity training programs have had a moderately to slightly positive effect. These kinds of efforts are essential for maximizing human resources and ensuring a better fit between employers' needs and the pool of available workers.

5. The Bureau for Vocational Education, Wisconsin Department of Public Instruction, is commended for developing and implementing the Designated Vocational Instruction (DVI) program in Wisconsin.

Rationale

In the DVI program, a special education teacher provides support to special needs students in regular vocational education classes and to the regular vocational instructors. There are over 120 DVI sites statewide. Evaluation data show that the program does help students with special needs succeed in mainstream vocational classes. Two DVI programs in Wisconsin have received national awards.

6. The Wisconsin Board of VTAE is commended for its commitment to, and support of, vocational-technical education for the incarcerated.

Rationale

WBVTAE has consistently devoted 3-4% of the Carl D. Perkins funds coming into the state for Corrections education when the required set aside for Corrections is only one percent (1%). In the period of this report, the WBVTAE supported an extensive project to upgrade, evaluate, and extend vocational-technical education in correctional facilities. The project was "Technical Assistance for Articulated Curriculum," and was a cooperative effort between WBVTAE, the Wisconsin Department of Public Instruction, the Wisconsin Division of Corrections, and the East-Central Wisconsin VTAE Consortium. The Vocational Studies Center, UW-Stout developed the evaluation component. Twenty-three (23) vocational program curricula were upgraded with the help of 167 instructors and 14 business representatives.

7. The Wisconsin Board of VTAE is commended for its leadership role in bringing the problem of adult literacy to the attention of the educational community and the general public and for helping VTAE Colleges respond to the need.

Rationale

The Literacy 2000 Task Force was appointed by Dr. Robert Sorensen, State Director, Wisconsin Board of VTAE. The group was composed of leading human services administrators, business representatives, legislators, and educators. In its final report, the group recommended adoption of the goal of universal adult literacy by the year 2000 for all adults capable of achieving that status. The Task Force designed a plan to meet that objective.

The WBVTAE has utilized a portion of its State incentive grants to expand basic skills instruction and English-As-A-Second-Language instruction.

RECOMMENDATIONS

1. Private Industry Council members must play a more meaningful role in oversight of local JTPA programs. The Division of Employment and Training Policy should provide in-service education (technical assistance) to PIC members to prepare them for their role.

Rationale

A common complaint of PIC members is that of being overwhelmed by the bureaucracy of a law that is difficult for a layperson to understand. From interviews conducted in this research, it seems that sometimes the PIC membership follows the lead of the administrative entity staff without being sufficiently informed to make a judgement. To a certain extent, the function of a staff is to do the bureaucratic leg-work, and to bring the results to the policy-making body for a decision. But the complexities of JTPA (or any federal program) can force a citizen board into a "rubber stamp" mode even if this is not desired or intended by the staff or the board.

Since membership on the PICs change, and since information is constantly changing, professional development activities should be scheduled on an on-going basis, preferably on-site in each SDA. Time has been identified as the major constraint for private sector involvement; providing training on-site would help ensure that it was received.

Training could deal with topics such as: how to determine reasonable costs for services; how to determine whether adequate program supervision is being provided; how to identify abuses of JTPA on-the-job training contracts; how to identify conflicts of interest; how to increase service levels to targeted groups; how to reduce duplication of services to maximize dollars; and the like. (All of these examples were concerns raised by PIC members.)

Clearly by law, PIC members have the responsibility to ask these kinds of questions. It does not appear that private sector members, in particular, have always received adequate preparation to do so. For example, one PIC member reported that the new member orientation consisted of being given a large notebook.

2. The Division of Employment and Training Policy should provide leadership to help clarify the conflict of interest issue for PIC members.

Rationale

Following the Attorney General's opinion of December 19, 1988, the researcher spoke to a number of PIC members who had asked local attorneys to render a decision on whether their actions or membership on the Board was legal. Clearly these members were very concerned. It seems unnecessarily burdensome for so many individual members to be requesting legal decisions. In this

instance, state-level technical assistance should be provided to local PIC members.

3. Following legal clarification of the conflict of interest issue, a state-local task force should be convened to develop a code of ethics for PIC members. The ethics code should address matters such as memberships on other boards that could be construed as a conflict of interest, OJT contracts for PIC members' businesses, and the like.

4. DPI, JTPA, and VTAE personnel must continue to strive to increase service levels to targeted high needs groups: women and older workers.

Specifically, JTPA Service Delivery Areas must continue to focus on job placement levels for women and enrollment and placement levels for older workers as the overall performance of the SDAs in that regard is declining. DETP should examine effects the change in the 6% policy may have had on services to women and older workers.

The Bureau for Vocational Education, Wisconsin Department of Public Instruction should continue efforts to increase 8% project services to females, specifically in job placement.

The Wisconsin Board of VTAE should continue to focus on enrolling and placing older workers in the 8% projects.

Rationale

Women have been underserved by most of Wisconsin's employment and training programs in relation to their incidence in eligible populations. (Alder and Head, 1986) This is not unique to Wisconsin and, in the case of JTPA, DETP has taken a number of proactive steps to increase levels of service. The fact remains, however, that SDAs are losing ground in providing equitable services to women.

In 1986-87, fourteen of seventeen SDAs enrolled females at levels comparable to their proportion of the eligible population. One of the three that did not is one of the most populated areas of the State. In the same year, 13 of 17 SDAs placed women in jobs at a level equal to their incidence in the eligible population. In 1987-88, while enrollment levels remained the same, the number of SDAs that placed the proportionate number of women in jobs dropped to 10. When two out of three people in the U.S. with incomes below poverty level live in families headed by single women (Gunderson, 1987) this trend is not acceptable.

During the period of this study, the numbers of SDAs meeting enrollment and placement levels for AFDC/WEOP eligible persons

increased. Entered employment rates for that group are part of the federal performance standards. The change in Wisconsin's 6% policy which no longer required SDAs to meet service levels for the six targeted populations (except AFDC/WEOP eligible) to receive incentive funds may be having an impact.

During the first year of this study, the DPI 8% projects met enrollment and placement levels for females. They did not meet job placement levels in the second year.

The VTAE 8% projects did not meet enrollment or placement levels for older workers during the two years under consideration. They met enrollment and placement levels for women for both years.

5. SDAs should devote more of their JTPA resources to supportive services to participants, specifically for child care and transportation.

Rationale

The state average of JTPA expenditures for supportive services was 8% for 1987-88, down from 8.3% in 1986-87. The legislative maximum on supportive services is 15%, leaving room for increased expenditures for clients' needs. (One SDA in this study reported spending only 3% on supportive services.)

This research indicated that the greatest areas of unmet need for special populations are child care and transportation. Child care is needed for adults and the school-age population, and transportation is needed for adults at the post-secondary level. Child care is still considered largely a female responsibility, and thus would seem to be an important element in increasing JTPA services to women.

6. The Division of Employment and Training Policy, local administrative entities, PICs and the Department of Labor should work together to determine optimal strategies to extend participants' time in programs as appropriate.

Rationale

JTPA has traditionally been a short-term program. In JTPA, statistics are collected on an annual basis. There is great incentive to enroll and place participants, and to count them as a positive termination so more clients may be served to reach the goals. However, a longer-term approach is needed, according to many of those interviewed, especially if those with serious barriers to employment are to be served.

The goal of a longer JTPA experience is desirable in a number of ways. First, it can enable the PICs to more readily serve clients with serious barriers to employment. There is no incentive now, according to respondents, to take risks with clients who might not succeed. In fact, there is disincentive to do so.

Second, the short-term orientation of JTPA does not, in general, allow adequate time for participants to improve their basic skills. Ability to learn through reading, writing, listening, and speaking is basic to succeeding in today's labor market. A relatively small amount of JTPA resources is going into this effort now, according to the SDAs studied in this report.

Third, a longer-term JTPA experience will enable participants to participate in formal training programs or any training programs. Time is needed to bring together specific skill training and on-the-job training. Better paying jobs require more and better training.

Fourth, more occupational skills training and enhanced literacy will require more comprehensive client assessment of basic skill levels, career interests, and aptitude. This is necessary to ensure that JTPA funds expended are focused in a clear direction.

A team approach is recommended for addressing this need. In the course of conducting interviews for this report, every level in the JTPA delivery system responded that the short-term orientation of JTPA was another level's choice. Few are objecting, but it will take a concerted effort to enable longer-term, more comprehensive services.

Theoretically, fewer participants can be served if more services are provided to each; yet, if duplication of efforts can be reduced, more dollars can be freed up for client needs.

7. The JTPA follow-up of participants required by the Department of Labor at 13 weeks should be conducted 6-12 months and again at five years after termination so that the program's lasting effects on participant employability can be known.

Rationale

Without some measure of long-term employability of participants, the lasting impact of the program cannot be known.

8. The State, through the Division of Employment and Training Policy and the Wisconsin Jobs Council, should take a proactive role in requiring that SDAs consistently utilize existing education and job exchange agencies as specified in Sec. 107(b) and 107(c) of the Act.

Rationale

A difference between CETA, the former federal employment and training law, and JTPA is a transfer of authority from the federal government to the state level. In Wisconsin, it appears that the State could play a more proactive role, through policy and the training plan approval process, in preventing unnecessary duplication. The JTPA legislation states in Sec. 107(c) that:

Appropriate education agencies in the service delivery area shall be provided the opportunity to provide educational services, unless the administrative entity demonstrates that alternative agencies or organizations would be more effective or would have greater potential to enhance the participants' continued occupational and career growth.

This research shows that some SDAs are providing services that are already available through existing agencies, specifically VTAE Colleges and Wisconsin Job Service. The duplication is generally in the areas of assessment, counseling, employability skills training, and placement. Several PIC members reported that unnecessary duplication has occurred in spite of their objections. In the spirit of partnership, the State has set no firm directives on using the existing educational or job exchange structure and has continued to approve training plans of SDAs where duplication is occurring. JTPA funds are scarce. There is only enough to serve 5-10% of the eligible population. SDAs should not be investing scarce resources to recreate a service delivery system where one already exists. Those dollars should be going to needed participant services. But there is no apparent firm insistence on this from the State level. There is an appeal process, but agencies who feel their services are being duplicated have no state standard to which to refer. The State does not, in actual practice, require SDAs to use existing agencies.

The development of Job Centers is certainly a strategy that leads to increased coordination and use of existing structures. But not every SDA has a Job Center.

One could argue that it is the responsibility of local PIC members, especially the private sector majority, to ensure that existing agencies are maximally utilized. However, PIC members report difficulty in understanding the many issues and items put before them. Furthermore, several PIC members reported that projects were funded in spite of their objections on the basis of

duplication. PICs can play a greater role in accountability, but must be supported with policies and adequate training.

It should be stressed that there is great variation by SDA and some PICs are very conscientious about using existing agencies. For those who are not, there are no meaningful checks and balances.

In short, resources of Wisconsin taxpayers have already gone to support the VTAE Colleges and the Wisconsin Job Service. The federal JTPA dollars should be used to increase the capacity of these agencies to provide services needed for disadvantaged clients. They should not be used to recreate parallel services. The situation requires a state-level policy on use of existing agencies. Exceptions would need to be defended on an individual basis.

9. Expanding on the success of Job Centers, the Wisconsin Board of VTAE and the Division of Employment and Training Policy should work together to develop a creative model to meet the needs of Wisconsin's service industry with unskilled or low-skilled workers, while enabling the individual participant to continue in a career ladder with additional skill training and basic skills enhancement. The incentive policy might be used to stimulate such a model.

Rationale

There is no doubt that the State's service sector needs workers. The pool of young people who have traditionally filled those jobs is simply not available due to demographic changes.

From the client's perspective, a service job may provide a transition into the labor market, but those jobs frequently have poor hours, working conditions, and fringe benefits. In spite of DETP's efforts to encourage employment with fringe benefits, 60% do not have health insurance. The jobs may have little to do with participants' interests and abilities.

What is proposed here is a pool of "venture capital" for model projects that will accommodate employers' needs for low-skilled workers. At the same time, however, participants would continue to receive JTPA services as needed -- skill training for a higher-level job, basic skills enhancement, or other supportive services as needed. It would be essential that SDAs providing the longer-term service not be penalized, and in fact, have some incentive to provide extended services. At present, there is little or no incentive to do so.

Part of the commitment to the model would be a solid research design to track long-term successes of participants.

10. The Wisconsin Board of VTAE should revise the format for the WBVTAE Annual Performance Report for Carl D. Perkins Vocational Education Act funds to make the report more meaningful. This is critically important as analysis of data for decision-making is very difficult with the current format.

Rationale

It was difficult for the researcher to report on Carl D. Perkins Vocational Education Act activities as the format of the report is largely anecdotal. Selected activities were highlighted; thus it was difficult to determine the scope of activity. Titles and brief descriptions of all the projects were available, but were located in other documents. Numbers of participants served under various titles were not consistently available, nor were numbers of projects and dollar figures. WBVTAE staff indicated that numbers served were not aggregated due to the problem of duplication. However, it is not possible for the Wisconsin Council on Vocational Education or any independent researcher to evaluate levels of service without a consistent report of numbers served from year to year.

Presumably, the duplication would be fairly consistent between one year and another. Information on gender for at least a sample of project participants is needed to determine if services under the Act are equally available to men and women. It is likely, however, that in reauthorization of the Act, a reporting plan will be specified.

11. The Wisconsin Jobs Council should strengthen the coordination criteria requirements to ensure that the PIC and all K-12 districts in the SDA meet at least once each year to identify, in a structured manner, common needs and planning opportunities.

Rationale

There was a feeling of alienation relative to JTPA on the part of a number of K-12 educators interviewed. Comments were made such as, "It doesn't help our district that the District Administrator from XYZ is on the PIC." "We have to invite them to our planning, but they don't have to ask us anything for their planning."

Since CESAs are handling many JTPA projects and responsibilities, it has pushed K-12 Districts and JTPA even further apart in some cases.

12. Local Vocational Education Coordinators (LVECs) should be utilized more frequently and more consistently as the

coordination link between the PICs and high schools with federally funded vocational programs.

Rationale

One of the reasons PIC Directors in this study had a much higher information level on VTAE than K-12 vocational plans was that there is generally one VTAE representative who is on the PIC and through which information can flow. Obviously, there are many more K-12 districts than VTAE Colleges. But the point was made by PIC Directors that there is no consistent point of access for information on K-12 vocational plans. JTPA staff utilize whatever point of entree they can find. The knowledge level of PICs should increase as they are invited to participate in planning for Carl D. Perkins Act applications, but the level of mutual knowledge that is essential for coordination could be maximized through the LVEC. (Also, the joint planning for Carl D. Perkins funds will not affect districts that do not receive funding.) Some of the 8% monies might be utilized to support LVECs as the links between high schools and PICs.

Another benefit of strengthening the LVEC's role in coordination is that it will help ensure the LVEC's involvement in the at-risk programs; the LVEC can then advocate for adequate vocational education in the at-risk programs.

13. The Bureau for Vocational Education, Wisconsin Department of Public Instruction should examine whether or not the requirement for an LVEC for Carl D. Perkins Act funding assists "the most economically depressed areas of [the] State..." as required in Sec. 2 of the Act.

Rationale

It is possible that requiring a school district to have the services of an LVEC in order to receive funding impacts negatively on the districts that are the most economically depressed. In that the State's largest cities have LVECs, the question would probably focus on smaller rural districts in sparsely populated areas of the state.

14. The boundaries for SDAs, VTAE Colleges and Cooperative Educational Service Agencies (CESAs) should be coterminous.

Rationale

This would eliminate vast amounts of administrative duplication and allow VTAE and JTPA to mutually focus their resources more on

client needs. Coordination takes time. VTAE Districts are frequently in two major SDAs and sometimes three. The "administrivia" of RFP responses, sign-offs, and correspondence all must be duplicated twice or three times for each agency. These duplications would be unnecessary with coterminous boundaries.

The recommendation includes CESA boundaries because more and more JTPA services are delivered through CESAs.

15. K-12 and VTAE vocational educators should improve their ability to develop mutually beneficial relationships with the private sector by using advisory committees to greater advantage. Agencies and organizations allied with vocational education such as the DPI Bureau for Vocational Education, Wisconsin Board of VTAE, Wisconsin Association of Secondary Vocational Administrators, Wisconsin Vocational Association, Wisconsin Council on Vocational Education, and the like, should provide leadership and renewed emphasis in the development of effective advisory committees.

Rationale

Results of this research show that while advisory committees were common in vocational education at both high school and post-secondary levels, judgements as to the contributions of these committees were lukewarm. This was reinforced by the ratings of effectiveness of involving the private sector in fund-raising or donations. This activity was also reported as having marginal results.

Given that the greatest barrier to involving the private sector was reported to be time for business people to participate, and secondly, time for vocational educators to participate, efficient and effective approaches to involving the private sector are needed. These approaches can be learned. Thus an opportunity exists for agencies and organizations in leadership roles to provide the needed technical assistance and encouragement.

It may be advantageous to consider changing the name from advisory committee to employer committee as "advisory" connotes a limited role.

16. The Carl D. Perkins Vocational Education Act and the Job Training Partnership Act (JTPA) should continue as two separate pieces of legislation. The Acts, however, should be made as consistent as possible in time lines, fiscal reporting requirements, and definitions. To the extent that it is appropriate, given the differing intents of the laws, participant

reporting should also be as consistent as possible to facilitate coordination.

Rationale

While there are similarities in target groups and the end goal of employment, substantial differences still exist in the implementation of the laws. The Carl D. Perkins Act encompasses the entire scope of occupational education. The Information Age requires a highly trained work force and training in a wide range of skill areas.

On the one hand, the vocational-technical education delivery system educates and trains highly skilled technicians who have outstanding math and science ability. There is a range of occupations of varying lengths and technical difficulty. Vocational-technical education must be able to continue to serve the whole spectrum of students.

JTPA has an extremely narrow focus and target population -- the economically disadvantaged. Serving the economically disadvantaged is an important part of vocational-technical education's responsibility, but it is only one of a number of responsibilities.

Perhaps even more importantly from the point of view expressed by respondents in this study, the measurements that Congress had hoped would make JTPA more accountable have not proven to be necessarily in the best interests of individual participants.

JTPA and the Carl Perkins Vocational Education Act should continue to do what each does best, while continuing to work cooperatively where their mutual interests intersect.

17. For better local coordination, all human service and educational agencies must coordinate with each other at the state level, especially in implementation of new programs.

Rationale

Respondents in this study said that a major encouragement to local coordination occurs when state agencies model behavior associated with coordination. Likewise, when agencies do not engage in joint planning and coordination strategies, the people "in the field" have difficulty doing so.

The perception of a number of people interviewed who represented PICs and VTAE Colleges was that there was not a clear signal from the top that agency coordination was a mandate. That is, in spite of coordination language, respondents felt that at the

state Cabinet level, coordination was not occurring to the extent it should.

18. State agencies, particularly DILHR and DHSS, and, where appropriate, WBVTAE and DPI for federal programs, should expand efforts to develop a more uniform information system. Such a system should, at a minimum, eliminate duplicative data collection and should facilitate case management for employment and training participants.

Rationale

Respondents in this study cited "too much paperwork and red tape" and "different fiscal and student reporting requirements" as two of the major barriers to coordination. In that agency coordination cannot be considered optional, ways of lessening the administrative barriers must be found. This study suggests greater investment in shared computerized client data systems among agencies.

This recommendation assumes that any efforts in this regard would include input from local users.

19. Selection criteria for administrators and managers in employment and training, job exchange, human services and educational settings should include: 1) evidence of ability to develop and nurture cooperative relationships with external groups; and 2) skills in helping groups arrive at consensus.

Rationale

A top factor identified in this study in interagency cooperation is personality of the individual or individuals in power, their willingness and ability to work cooperatively with others. Conversely, personalities are also major barriers to cooperation. Leadership has been traditionally defined as ability to control. Now, much stronger skills in team-building and consensus-building are required for leaders. Leaders should be selected on that basis as part of an agency's or organization's commitment to coordination.

APPENDIX A
VTAE COALITION SUMMARY OF CONSENSUS POSITIONS
DRAFT, JULY 27, 1988

The Wisconsin VTAE Coalition is an organization of eight interest groups whose principal purpose is to support the needs of Vocational, Technical and Adult Education in Wisconsin. Coalition membership is comprised of:

- State Board of Vocational, Technical and Adult Education
- Wisconsin Council on Vocational Education
- Wisconsin Education Association Council (WEAC)
- Wisconsin Federation of Teachers (WFT)
- Wisconsin Student Council of Technical Education
- Wisconsin Vocational Association
- Wisconsin VTAE District Boards Association
- Wisconsin VTAE District Administrators Association

The member organizations collectively support the following fundamental positions.

THE VTAE COALITION SUPPORTS:

1. The current VTAE mission as set forth in Wisconsin Statutes. The current mission clearly states the purposes for the existence of the VTAE system. The mission statement is comprehensive enough to accommodate continuous growth and change.
2. An increased emphasis on the elimination of adult illiteracy in Wisconsin. The system already provides basic literacy education to adults, and is the system best equipped to provide leadership in the elimination of adult illiteracy in Wisconsin.
3. The idea that every Wisconsin adult should be able to achieve a high school diploma. The Coalition believes it is the responsibility of each VTAE district to provide access to an adult high school diploma program. The format and organization of the program should be determined by each district, based on need and size.
4. The continuation of the VTAE system as a separate governmental entity, independent from the University of Wisconsin System, the UW Center System, and the Department of Public Instruction. The VTAE System has a unique role, with a specialized clientele. The system can most efficiently fulfill its purposes by existing separately, in its own right and with its own organizational structure.
5. The concept of shared governance between the State and the local District Boards. With a clarification of roles and responsibilities of each partner, the system can operate smoothly, coordinate efforts, and yet remain responsive to local needs and concerns.

6. The concept of State VTAE certification. A statewide certification standard, administered by the State Agency, ensures a minimum level of qualifications for professionals working in the system.

7. The concept of life-long learning. Students should not be barred from receiving academic credit for knowledge, wherever it is obtained. Therefore, VTAE credits must transfer, both within the system and to other higher education institutions.

Within the VTAE System, credits for comparable courses should transfer by state mandate from district to district.

Associate Degree credits should transfer into the University of Wisconsin system.

College parallel credits should transfer into the University of Wisconsin system.

8. The VTAE system as the governmental agency best organized and equipped to train and retrain Wisconsin citizens. To prevent duplication, the VTAE system should be given first consideration as the service delivery agent for programs supported by appropriate federal and/or state employment and training funds.

9. A study of tuition as it relates to access to the system and as a revenue source for the system. As tuition rises, it limits access to a system that is intended to serve the disadvantaged, poor, the under-employed and the unemployed.

10. The concept that the VTAE system should be supported by a diversified funding base consisting of federal, state, local and user fees.

11. That within that diversified funding mechanism, the level of state support should be increased.

12. An examination of the manner in which state monies are distributed to local districts through the VTAE state aid distribution formula.

13. A state increase in loan assistance and tuition grants to part-time VTAE students. Currently, loan assistance and tuition grants are not as readily available to part-time students in the VTAE as to full-time students.

Editor's Note: Subsequently, Items 7, 8 and 13 failed to receive unanimous support from all Coalition members and were thus tabled for possible consideration in the future.